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ABSTRACT

This report summarizes recent activities provided in Ohio through Chapter 1 of the Elementary and Secondary Education Act. Statistics for the 1991-92 school year and the summer that followed are presented, along with information on participation trends, instructional impact, expenditure and staffing patterns, parent involvement, and 5-year trends. The first section of the report explains the basic Chapter 1 services provided by Ohio's public school districts, including information on: (1) student participation; (2) instructional areas; (3) the impact of reading instruction; (4) the impact of mathematics instruction; (5) expenditure patterns; (6) staff positions; (7) inservice education; (8) parent involvement; and (9) parent advisory councils. The section concludes with a list of program successes, indicating that 610 of Ohio's 612 school districts conducted Chapter 1 programs, receiving a total of just under $200 million in Chapter 1 funds to provide extra instruction for 146,606 educationally disadvantaged children. The next section describes special Chapter 1 services provided for the children of migratory agricultural workers and handicapped, neglected, or delinquent children being educated in state agency schools. The report concludes with a brief description of state leadership in implementing Chapter 1 and tables that provide a 5-year summary of grant awards and students served. The text is supplemented with 33 tables. (AC)

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Chapter 1 in Ohio

Elementary and Secondary Education Act

27th Annual Evaluation Report

Fiscal 1992

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Ohio Department of Education
Division of Federal Assistance
Columbus, Ohio

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Chapter 1 in Ohio

Elementary and Secondary Education Act
27th Annual Evaluation Report

Fiscal 1992

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Chapter Helps Children

This 27th annual report summarizes recent activities provided in Ohio through Chapter 1 of the Elementary and Secondary Education Act. Information presented includes statistics for fiscal 1992 (the 1991-92 school year and the summer that followed), participation trends, instructional impact, expenditure and staffing patterns, parent involvement, and five-year trends.

Chapter 1 authorizes a federally funded compensatory program for several groups of educationally disadvantaged children. The legislation directs that priority educational needs of these children be identified and programs designed to provide appropriate supplemental instruction.

Basic provisions of Chapter 1 are funded on the premise that areas with high concentrations of low-income families also have high concentrations of children who are educationally disadvantaged. Public school districts are allocated funds to provide supplemental instruction for these students.

Special provisions of Chapter 1 recognize a federal responsibility to improve the educational opportunities available to the children of migratory agricultural workers. The legislation channels funds through state departments of education for distribution to school districts where influxes of migrant children occur.

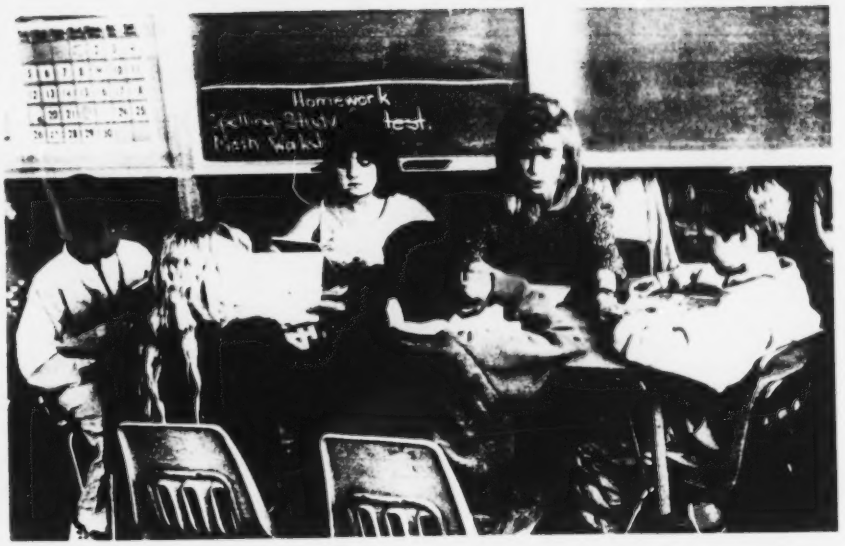
Special provisions of Chapter 1 also recognize the need for supplemental instruction to help handicapped, neglected, or delinquent children who attend school in state-operated facilities.

Chapter 1 in Ohio is administered by the Ohio Department of Education's Division of Federal Assistance and Division of Special Education.

Pages 3 to 16 explain the basic Chapter 1 services provided by Ohio's public school districts. Statistics for the current year and five-year trends clearly indicate that this program helps children become successful learners.

Pages 17 to 26 describe the special Chapter 1 services provided for the children of migratory agricultural workers and handicapped, neglected, or delinquent children being educated in state agency schools. Here also the statistics indicate the beneficial human impact of the supplemental services provided through federal aid to education.

Ladybug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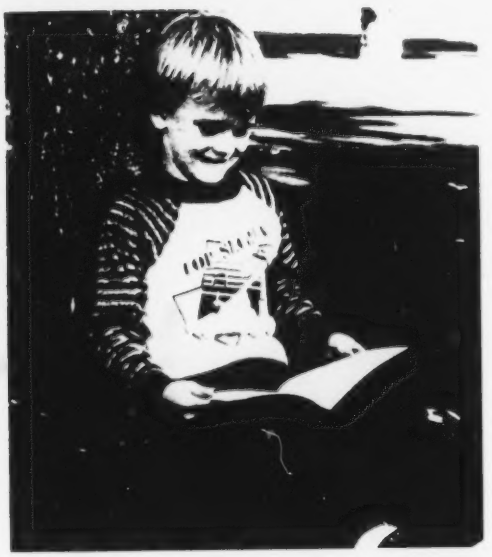

EVEN BEARS
HAVE A
RIGHT TO READ

Basic Programs

Nearly all school districts in Ohio qualify for Chapter 1 funds and, except for a few with small allocations, most participate. In fiscal 1992, a total of 610 of 612 districts operated Chapter 1 programs.

The allocation for each school district is based on a formula dependent on the number of children aged five through seventeen residing in the district who are

- From low-income families, based on census data.
- From families receiving Aid for Dependent Children.
- In institutions for neglected or delinquent children.
- In foster homes in the district.

Grant awards to school districts for basic programs for the last five years total nearly $765,000,000. Grant awards fluctuate from year to year according to the federal handicapped-child count.

Chapter 1 is *forward funded* — the money approved for the fiscal year that begins in October is available for use during the school year that begins the next September. Provisions are also made for funds to be carried over and used the following year.

The rationale for forward funding and carryover is to provide school administrators with the flexibility needed to employ staff on a timely basis and to adjust to changes that occur during the school year.

Table 1
Five-Year Trends:
Chapter 1 Grant Awards

Fiscal Year	Grant Award
1988	124,756,042
1989	137,667,582
1990	137,407,671
1991	165,715,770
1992	199,391,283

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Student Participation

Most Chapter 1 activities in Ohio are conducted during the regular term, and over half are directed toward serving children in grades one through three (see Table 2.) The 610 school districts providing Chapter 1 instruction during the regular term served 146,343 students. Those districts that had summer-term instruction served 2,100 students. Of these students, 1,837 participated both terms.

Table 2
Student Participation by Grades

Grade Ranges	Regular Term		Summer Term		Both Terms		Number Served*	
	Participants	Percent	Participants	Percent	Participants	Percent	Participants	Percent
PK	2,670	2	–	–	–	–	2,670	2
K	13,889	9	–	–	–	–	13,889	9
1–3	86,375	59	605	29	500	27	86,480	59
4–6	32,741	22	566	27	408	22	32,899	22
7–9	8,291	6	570	27	570	31	8,291	6
10–12	2,377	2	359	17	359	20	2,377	2
Totals	**146,343**	**100**	**2,100**	**100**	**1,837**	**100**	**146,606**	**100**

*Unduplicated count.

The grade level with the most participants was grade one with 39,291 students. Grade two ranked second with 27,072. Grades three and four followed with 20,617 and 14,338, respectively.

Very few school districts provide Chapter 1 services at the secondary level. On a combined basis, 8 percent of all participants in fiscal 1992 were in grades seven or above. The lower percentages of older students do not mean that there are no educationally disadvantaged secondary students. Instead, they indicate that priorities have been established in line with local needs assessment and current levels of funding.

Private school students who meet the selection criteria and who reside in qualified attendance areas are included in the planning for basic Chapter 1 programs and are provided with appropriate services. In fiscal 1992, a total of 6,661 private school students received Chapter 1 instruction.

The U.S. Supreme Court ruled in 1985 that Chapter 1 teachers cannot be sent into church-related private schools to provide instruction (see Table 3). This ruling, *Aguilar v. Felton*, does not negate the portion of Chapter 1 law that requires a school district to consider the needs of private school students when planning its program.

Table 3
Participation by Private School Students

Grade Ranges	Participants	Percent
Prekindergarten–Grade 3	4,838	73
Grades 4–6	1,458	22
Grades 7–12	365	5
Totals	**6,661**	**100**

Public school administrators in Ohio responded quickly and effectively to this decision. Of the 146,606 students served in fiscal 1992, five percent were enrolled in private schools. This is similar to the percentage served annually prior to the Supreme Court ruling.

Most private school students were served in conveniently located mobile units (see Table 4). The remainder walked or were transported to public schools or neutral sites.

Local school districts receive extra Chapter 1 funds to help students who reside in local institutions for neglected or delinquent children. In fiscal 1992, a total of 7,526 students were served.

Table 4
Instruction for Private School Students

Location of Service	Number of Participants	Percent of Participants
Mobile units	4,462	67
Public schools	1,866	28
Neutral sites	333	5
Totals	**6,661**	**100**

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Instructional Areas

Instruction in reading is almost always identified as the most crucial area of need. First priority for participation is given to children most in need of additional help. A total of 130,728 students received reading services in the regular term and 1,367 in the summer term.

The usual procedure is for five or so students to leave their regular classroom for about 30 minutes a day to meet separately with a Chapter 1 teacher. Instruction is geared to a level where each child can be successful.

Mathematics, the second-ranked area of need, is usually conducted in a small-group setting similar to that for reading. A total of 30,852 students participated during the regular 1991-92 school year and 1,853 in the summer.

In a few instances, districts identified a need for prekindergarten service. As Table 5 indicates, 2,670 children under five were served during the 1991-92 regular term.

Table 5
Student Participation by Instructional Areas

	Regular Term		Summer Term	
Instructional Areas	Participants	Percent*	Participants	Percent**
Reading	130,728	89	1,367	65
Mathematics	30,852	21	1,853	88
Prekindergarten	2,670	2	–	–
Language Arts	2,096	1	1,217	58

*Percent of 146,343 participants
**Percent of 2,100 participants

Language arts was offered to 2,096 students during the regular term and to 1,217 students in the summer term.

Percentages of participants in each instructional area provide a perspective beyond that of numbers. Eighty-nine percent of the 146,343 regular-term participants received reading instruction. During the summer term, 65 percent of the 2,100 participants were in reading. The difference in percentage of youngsters served is especially great in mathematics. Note that only 21 percent were served in the regular term, while 88 percent received mathematics instruction in the summer.

Through the years, the extra instruction provided by Chapter 1 and Title I has emphasized improvement of basic reading and mathematics skills. Percentages of all participants involved in these and other instructional areas reflect this trend.

Impact of Reading Instruction

To determine the effectiveness and impact of Chapter 1 reading instruction at grades 2 and above, each local school uses standardized tests to measure students' educational standing with a pretest and a posttest. Differences in test scores are reported in normal curve equivalent (NCE) units (see Table 6).

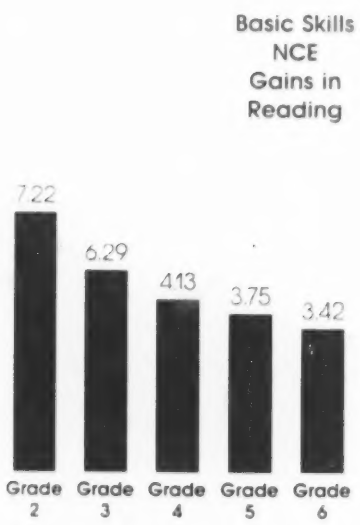
The NCE system reports students' academic gains that can be attributed to extra instruction provided by Chapter 1. To interpret the data, the reader should understand the following:

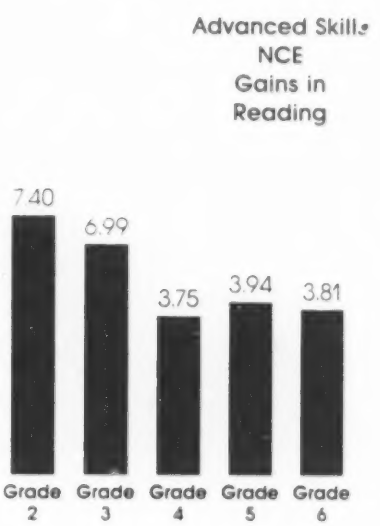
- Scores are reported for only those students who take both the pretest and posttest. Scores are converted to NCEs and aggregated at the state level.
- With only regular classroom instruction, children are expected to maintain their own position relative to other children in the class — that is, make no NCE gains.
- With the extra Chapter 1 instruction, children are expected to achieve (and make NCE gains) at a faster rate than classmates who have only regular classroom instruction. A gain of 1 NCE is considered significant.

This extra instruction helped over 130,000 youngsters in Ohio improve their reading skills.

During the past five years, average gains for all grade levels combined have consistently been above the 1 NCE considered significant. The fiscal 1992 average NCE gains for grades 2-6 were 5.76 in basic skills and 5.98 in advanced skills. These gains are especially impressive since Chapter 1 serves only those children who score the lowest through the multicriteria selection process.

Table 6
NCE Gains in Reading





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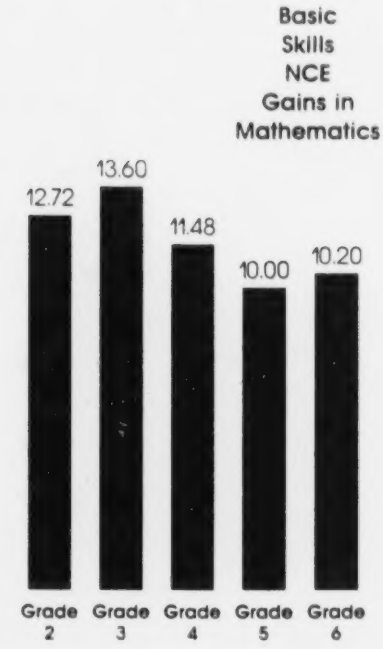
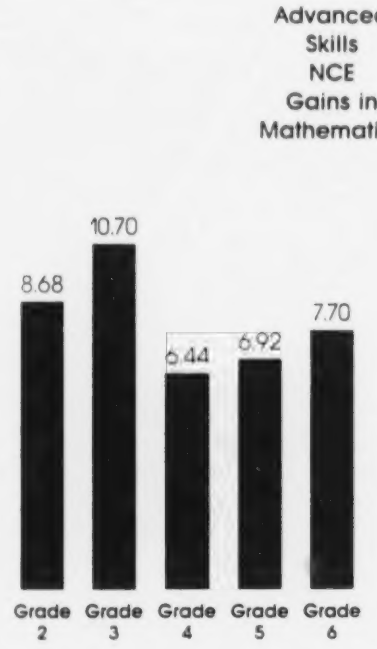
Impact of Mathematics Instruction

Results on standardized tests are also used to determine the effectiveness of Chapter 1 mathematics instruction. The system for reporting is the same as that used for reading (see Table 7).

As 1992 gains in mathematics are studied, note that there were only 30,852 regular-term participants in this area compared with 130,728 in reading. The fiscal 1992 NCE gains for grades 2-6 were 11.48 in basic skills and 7.85 in advanced skills. Gains tend to run higher than those for reading. Also, because of the small numbers of students involved in mathematics, gains tend to fluctuate more than in reading.

Table 7
NCE Gains in Mathematics





Expenditure Patterns

Those who wish to understand the size and scope of Chapter 1 want to know for what purposes Chapter 1 funds are budgeted.

The money is used for extra instruction, especially in the area of reading (see Table 8). When budget items within the various instructional areas are viewed as percentages, the importance placed on reading instruction is obvious. The trend in Ohio, not only for the last five years but for the previous twenty-two, has been to concentrate funding on the improvement of reading skills. Secondary emphasis has consistently been on the improvement of mathematics skills. The other significant budgeted areas are prekindergarten and extended-day kindergarten.

Chapter 1 funds can also be categorized by their use for salaries and fringe benefits; instructional materials, supplies, equipment capital outlay; and supportive services. As indicated in Table 9, most of the money is used to employ teachers and aides who work directly with children. In contrast, seven percent is used for instructional materials, supplies, equipment, and capital outlay.

Another way to look at Chapter 1 budgets is by average cost per student receiving extra instruction. In fiscal 1992, the 146,606 children in Chapter 1 were served at an average cost of $1,360 each.

Table 8
Budget Amounts by Instructional Areas

Instructional Area	Fiscal Year 1992	
	Budget Amounts	Percent
Reading	$142,793,544	72
Mathematics	33,819,524	17
Language Arts	1,878,862	1
Prekindergarten	3,757,725	2
Extended-Day Kindergarten	5,636,587	3
Neglected or Delinquent	2,521,908	1
Noninstructional	8,983,133	4
Totals	**$199,391,283**	**100**

Table 9
Budget Amounts by Function Areas

Function Area	Fiscal Year 1992	
	Budget Amounts	Percent
Salaries and related costs	$178,988,777	90
Instructional materials, supplies, equipment, capital outlay	14,164,220	7
Supportive Services	6,238,286	3
Totals	**$199,391,283**	**100**

Staff Positions

Table 10
Full-Time Staff Equivalents by Position

Staff Positions	Regular Term		Summer Term		Both Terms	
	Full-Time Equivalent	Percent	Full-Time Equivalent	Percent	Full-Time Equivalent	Percent
Teachers/tutors	3,550	77	40	84	3,590	77
Teacher aides	761	16	4	8	765	16
Coordinators, supervisors, directors	124	3	3	6	127	3
Clerical staff	83	2	–	–	83	2
Other supportive staff	115	2	1	2	116	2
Totals	**4,633**	**100**	**48**	**100**	**4,681**	**100**

Ninety percent of all Chapter 1 expenditures in 1992 were for salaries and related costs. Who received these salaries and what services did they provide to students? An overview of staff positions in Table 10 provides a general answer.

A total of 3,550 teachers, some of whom worked as tutors, were employed during the regular term, and 40 worked during the summer.

Chapter 1 teachers are sometimes assisted by aides. In 1992, 761 aides assisted Chapter 1 teachers during the regular term. In the summer, 4 aides were employed.

During the regular term, 93 percent of the full-time equivalent positions were filled by teachers, tutors, and aides who worked directly with children. In the summer, 92 percent of the positions were filled by teachers, tutors, and aides.

The overall effectiveness of Chapter 1 depends on concentrated, direct instruction of children. The average regular-term teacher met with 41 children per day, with five per class. During the summer, when morning-only sessions are typical, the average teacher met with 30 children per day, with 8 per class.

Inservice Education

The teachers, aides, and others who are responsible for helping Chapter 1 participants become successful learners need to renew or upgrade their skills periodically. For this reason, even though many Chapter 1 teachers have master's degrees and numerous years of successful teaching experience, inservice education is considered an important Chapter 1 activity.

In 1992, a total of $4,000,000 was used to provide inservice education. Staff members who worked with Chapter 1 participants had the opportunity to improve their skills and understanding through these inservice activities.

In some instances, inservice is provided by the local district. In many counties and multicounty areas, districts work together to provide more comprehensive inservice education.

Parent Involvement

The major goal of all parent involvement related to Chapter 1 is improved student achievement. As would be expected, types of involvement are varied (see Table 11). A very important type, parent advisory council membership, is discussed separately in this report.

Parents of all Chapter 1 participants are also encouraged to meet with Chapter 1 teachers to discuss the progress and learning problems of their children. Classroom teachers are sometimes invited to participate in the same conference to provide a more coordinated approach to helping the child.

Many parents visit their child's Chapter 1 class; help make instructional games for use at home; attend meetings with guest speakers; or help out as volunteer tutors, aides, or monitors.

Teachers in some districts visit homes to encourage parent involvement and to gain a better understanding of the needs of individual children.

In fiscal 1992, 101,514 parents of Chapter 1 students were involved in one or more of the types of activities reported in Tables 11 and 12.

Table 11
Types of Parent Involvement

	Parents*
Individual conferences with Chapter 1 staff members	152,518
Classroom visits by parents	48,949
Group meetings (in addition to council meetings)	56,721
Planning (in addition to council meetings)	17,420
Home visits by Chapter 1 staff members	8,562

*A total of 101,514 parents of Chapter 1 students were involved one or more times in the listed activities.

Table 12
Five-Year Trends: Types of Parent Involvement

Fiscal Year	Individual Conferences	Classroom Visits	Group Meetings*	Planning*	Home Visits
1988	102,013	30,603	37,808	12,522	7,264
1989	110,196	35,560	41,252	15,373	8,251
1990	111,749	40,998	46,060	20,938	8,614
1991	135,757	43,605	50,111	24,743	10,096
1992	152,518	48,949	56,721	17,420	8,562

*In addition to school district or school council meetings/planning.

Parent Advisory Councils

Chapter 1 regulations require school districts to convene an annual public meeting for the purpose of explaining activities and programs to the parents of participating children. Districts may provide reasonable support for additional parent activities.

Chapter 1 legislation removed the requirements of its predecessor, Title I, for formal school and district councils. However, many districts in Ohio continued school councils as locally designed organizations. District councils were maintained in many districts, but without rigid requirements. Thus, members and school administrators were able to modify their procedures to better meet local needs.

Involvement of parents in an advisory role significantly increases the effectiveness of Chapter 1. Typical activities of school council members included working on committees, observing in classrooms, organizing activities for other parents, and working as volunteers.

At the district level, council members were likely to discuss and recommend ways to improve the district's Chapter 1 activities as they relate to the needs of children, help arrange districtwide or countywide meetings for parents of all Chapter 1 participants, or assist with exchanges of information through newsletters or tours of Chapter 1 classrooms.

During fiscal 1992, school-level advisory council membership totaled 16,526. District advisory council membership totaled 2,124. In addition to local school and district meetings, council members were encouraged to organize and attend county or multidistrict meetings.

During the past five years, membership on district advisory councils has averaged 3,300 yearly (see Table 13). Although the number of persons who officially serve as district council members has been declining, the total number of parents involved in Chapter 1 activities is quite high.

One of the main reasons for the successful involvement of parents is that Chapter 1 teachers and school principals have reached out to them and convinced them that they can make important contributions to their children's academic achievement.

Table 13
Five-Year Trends: Council Membership

Fiscal Year	School Councils	District Councils
1988	11,190	3,174
1989	13,189	3,206
1990	16,006	3,838
1991	14,381	4,022
1992	16,526	2,124

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Chapter 1 Basic Programs: Summary of Successes

Chapter 1 helps children! Evaluation data gathered in local school districts and compiled at the state level clearly indicate that thousands of children are helped each year. The following list provides supportive evidence and a summary of Chapter 1 operations during fiscal 1992 (the 1991-92 school year and the summer that followed).

- Of Ohio's 612 school districts, 610 or 99 percent, conducted Chapter 1 programs.
- Local school districts received a total of $199,391,283 in Chapter 1 funds to provide extra instruction for 146,606 educationally disadvantaged children.
- Most Chapter 1 activities were in the regular school term, during which over 99 percent of participants received instruction and most expenditures were made.
- Ninety-two percent of the students receiving Chapter 1 instruction were in grade six or below. The greatest concentration of pupils, 78 percent, was in grades kindergarten through four.
- Highest priority for Chapter 1 services is given to reading. Over 89 percent of all regular-term participants and 65 percent of all summer-term participants received instruction in this area.
- Chapter 1 participants are making significant achievement gains. Average NCE gains in reading and mathematics are significant in both basic and advanced skills.
- Seventy-two percent of all funds budgeted for the year were directed toward reading instruction. Next were mathematics and extended-day kindergarten, with 17 and 3 percent, respectively.
- Ninety percent of all funds budgeted for the year were for staff salaries and related fringe benefits.
- School districts hired 3,550 teachers or certified tutors, on a full-time equivalent basis, to instruct Chapter 1 participants during the regular term. During the summer term, districts hired 40 teachers or tutors on a full-time equivalent basis.
- Parent advisory councils were an integral part of Chapter 1. A total of 2,124 people served on district councils and 16,526 were on building councils.

Several reasons for the success of Chapter 1 are apparent:

- Provision of concentrated instructional services for selected educationally disadvantaged children
- Emphasis on needs assessment and diagnostic-prescriptive instruction
- Concentration on improvement of reading, mathematics, and language arts skills
- Coordination with classroom instruction
- Reliance on school principals as instructional leaders
- Support by local boards of education with additional funds for Chapter 1 purposes
- Meaningful involvement of parents

Summary of Successes, continued

This program is working in Ohio, but much more must be done if the instructional needs of eligible children are to be met in the future. The following courses of action by school administrators are recommended:

- Continue to use available funds prudently.
- Encourage teachers, principals, and parents to work together to plan and carry out Chapter 1 instructional activities.
- Urge teachers to continue to develop personalized instructional plans for each Chapter 1 participant.
- Seek ways to motivate more children to improve their reading, mathematics, and language arts skills.
- Continue to involve parents in meaningful activities.
- Convince legislators, educators, and the public through effective publications, audiovisual presentations, and speaking engagements that Chapter 1 helps children.

Concerned parents, educators, and other community leaders must also convince the President, members of Congress, and other government officials that

- Chapter 1 helps thousands of children annually to improve their reading and mathematics skills and be successful in school.
- Much remains to be done to help thousands of additional educationally disadvantaged children each school year.
- Children who are not helped to master basic academic skills are more likely to end up on unemployment and welfare rolls in the future and cost more in tax dollars instead of less.
- Local public school districts and states cannot solve educational problems alone. Federal aid for areas of special need is essential.

Special Programs

Special Programs for Migrant Children

Educational programs for children of migratory agricultural workers are currently funded through special provisions in Chapter 1 of the Elementary and Secondary Education Act.

Annual grant awards to the state are based on a count of children ages 3-21 and the number of days they are in Ohio. Recruiters locate families as they move from state to state and community to community, register the children and have information about them sent to the national Migrant Student Record Transfer System, and tell parents about the educational services provided through Chapter 1.

Three main crops (pickles, tomatoes, and sugar beets) and truck farming attract workers and their families to Ohio. School districts, primarily in northwestern and western parts of the state, that anticipate influxes of migrant students apply to the Ohio Department of Education for funds. Allocations and budgets are based on the number of students expected and the services to be provided (see Table 14). If enrollments run higher or lower, adjustments are made. The number of students who enroll each year fluctuates with labor demands and weather conditions, such as the rainy spring and dry summer experienced in the last few years.

A few migrant families arrive in Ohio in time for spring plowing. The greatest influx is during June, July, and August. Many families stay until the first frost in late September or early October.

Between 50 and 60 percent of the migrant youngsters receiving Chapter 1 instruction are usually enrolled in grades one through six. From 20 to 25 percent are typically in kindergarten, preschool, or summer daycare. The remainder are in grades seven through twelve.

Instructional emphasis is on helping younger children develop English language skills. Oral language, in particular, is stressed because many of the children are predominantly Spanish-speaking. Improvement of reading and mathematics skills is also emphasized. The typical student often receives instruction in more than one subject area, especially during the summer.

At the secondary level during the spring and fall, migrant students have the same course choices as local students. Chapter 1 migrant funds are used primarily to provide teachers for tutoring, as needed. During the summer, both academic and vocational subjects are offered. Several school districts schedule summer evening classes so that older students can both work and attend school.

Table 14
Districts, Participants, and Funds

Fiscal Year	Grant Award	Districts	Participants
1988	1,350,587	22	2,956
1989	1,265,375	22	2,670
1990	1,327,439	21	3,094
1991	1,342,827	22	2,773
1992	1,522,577	21	2,439

Eighty-seven percent of the funds for migrant education is used for staff salaries and fringe benefits (see Table 15). Because of the nature of migrant education, supportive services are necessary. During the summer months, pupil transportation, health services, and food services are provided. Other supportive services include student recruitment and transmission of health and educational information to the Migrant Student Record Transfer System.

Table 16 indicates numbers of instructional, administrative, and supportive staff employed on a full-time equivalent basis.

Parent involvement is required by law. Types of involvement include school and class visits, conferences with teachers, and parent advisory council membership (see Table 17).

Table 15
Expenditures by Function Areas

Function Areas	1988	1989	1990	1991	1992
Salaries, fringe benefits	88%	91%	92%	87%	88%
Instructional materials, supplies, equipment	3	2	2	2	7
Other services	9	7	6	10	5

Table 16
Full-Time Staff Equivalents by Position

Staff Positions (Full-Time Equivalent*)	Regular Term	Summer Term
Teachers	40	59
Teacher aides	9	51
Directors, coordinators	14	10
Transfer record clerks	15	8
Recruiters	14	9
Transportation personnel	–	20
Food service workers	–	12
Custodians	–	15
Support staff	13	16

*For number of weeks respective programs were in operation

Table 17
Parent Involvement

Term	Average Percent of Parents	Number of Parents
Fall 1991	44	493
Summer 1991	49	636
Spring 1992	61	103

Chapter 1 for Migrant Children: Summary of Successes

Fiscal 1992 highlights and successes of migrant education in Ohio include the following:

- About 90 percent of the 2,439 participants were interstate travelers, most from Texas or Florida. The parents of about 6 percent were former migrants who have permanently settled in Ohio within the last five years. The remainder were from families that traveled within the state to obtain agricultural employment.
- During the summer months when regular schools were not in session, districts operated special migrant schools.
- In the spring and fall, both elementary and secondary migrant children spent most of the day in regular classrooms. Those who needed extra assistance were "pulled out" for supplemental instruction that was tutorial in nature.
- Six districts enrolling over 125 migrant students each during the summer were Willard, Elmwood, Findlay, Fremont, Lakota, and Woodmore. Five districts — Fremont, Eastwood, Gibsonburg, Willard, and Woodmore — served 100 or more students in the fall.
- One district, Toledo, provided a year-round program.
- Three districts — Lakota, Vanguard, and Woodmore — conducted evening classes for high school and junior high students.
- Ohio and Texas educators are continuing their efforts to coordinate the instruction and services available to both high school and junior high students.
- The migrant education center at Fremont provided consultant services, developed instructional and recruitment materials, and distributed media resources.
- State-sponsored workshops were held for various groups, including administrators, teachers, transfer-record clerks, and recruiters. The most comprehensive inservice effort was a two-day English-as-a-second-language workshop for teachers.
- Ohio's terminal for the Migrant Student Record Transfer System continued to send and receive information about migrant children living in Ohio.
- The migrant education center at Fremont, in cooperation with several state, local, and private agencies, sponsored a mobile health fair. Health screenings were provided to approximately 1,000 migrant children and their parents.

Special Programs for Children With Disabilities

Another of the three special sections of Chapter 1 provides supplementary funds to meet important educational needs of students with disabilities in state-operated and state-supported schools. In Ohio, during each of the past five years, an average of 4,312 children have received educational assistance through this source of federal aid (see Table 18).

Table 18
Programs, Participants, and Funds

Fiscal Year	Programs	Participants	Grant Awards
1988	97	4,274	4,149,006
1989	93	4,075	3,844,332
1990	92	4,932	4,699,538
1991	90	3,834	4,347,487
1992	88	4,447	4,637,648

Grant awards are based on annual child-count data and reflect declining enrollments in state-operated schools. Funding levels during the past five years have been sufficient for school officials to provide concentrated services for the children selected for Chapter 1 participation.

In fiscal 1992, a total of 4,447 students with disabilities were provided Chapter 1 services in the following types of special-purpose schools:

- Eighty-four schools operated by county boards of mental retardation and developmental disabilities served 3,989 youngsters.
- One school in residential developmental centers administered by the Ohio Department of Mental Retardation and Developmental Disabilities served 7 children.
- Two schools within psychiatric hospitals operated by the Ohio Department of Mental Health served 232 emotionally disturbed children.
- Two residential schools administered by the Ohio Department of Education — the Ohio State School for the Blind and the Ohio School for the Deaf — served 219 students.

Ninety percent of the students with disabilities in Ohio who received Chapter 1 services were enrolled in county-operated schools (see Table 19). The others attended school on the premises of the state facility where they permanently or temporarily lived.

Table 19
Participants by Type of School

Type of School	1988	1989	1990	1991	1992
County Boards of Mental Retardation and Developmental Disabilities	3,849	3,671	4,640	3,581	3,989
Mental Retardation and Developmental Disabilities Centers	36	38	23	14	7
Mental Health Hospitals and Centers	148	90	54	54	232
Ohio School for the Deaf	135	141	141	130	147
Ohio State School for the Blind	106	135	74	55	72
Totals	**4,274**	**4,075**	**4,932**	**3,834**	**4,447**

Special Chapter 1 funds for students with disabilities are used to provide educational services that supplement those provided by state and other federal funds. An assessment of instructional needs frequently leads to a provision of services for children who are under or above the traditional school ages of six through 17. Note in Table 20 that from 34 to 43 percent have been age five or under.

Ninety-eight percent of all funds made available in fiscal 1992 through state agency provisions of Chapter 1 for students with disabilities were used for instructional salaries, fringe benefits, or contracted personal services.

Instructional activities and services for students with disabilities are quite diversified. The types of teachers, specialists, and aides employed and the number of children they serve indicate instructional priorities (see Table 21).

A way to look at the trend in program priorities is to focus on the percent of all Chapter 1 participants served in each instructional area (see Table 22). Fluctuations in percentages tend to reflect shifts in the types of children served and the availability of other funding sources.

Table 20
Five-Year Trends: Students With Disabilities

Fiscal Year	Participants	Age Ranges		
		3–5	6–12	13–21
1988	4,274	41%	20%	39%
1989	4,075	43	18	39
1990	4,932	35	24	41
1991	3,834	34	26	40
1992	4,447	38	24	38

Table 21
Staff and Children by Instructional Areas

Instructional Areas (Rank Order by Numbers of Children Served)	Chapter 1 Staff (Full-Time Equivalent)		Children Served			
	Teachers/ Specialists	Aides	Ages 3–5	Ages 6–12	Ages 13–21	Totals
Multihandicapped	4.50	140.64	165	466	752	1,383
Preschool	1.60	38.73	655	–	–	655
Adapted physical education	5.00	5.59	413	52	129	594
Speech and Language	5.40	–	105	56	74	235
Behavior Management	5.02	–	103	39	48	190
Development	.50	–	–	48	40	88
Prevocational Training	1.00	–	–	27	59	86
Physical Therapy	.58	1.60	21	24	38	83

Table 22
Five-Year Trends: Program Priorities by Percent of Children Served

Instructional Areas	1988	1989	1990	1991	1992
Multihandicapped	17%	21%	40%	25%	31%
Preschool	14	20	7	12	15
Prevocational training	21	10	5	3	2
Speech and language	9	8	10	9	5
Developmental	8	10	3	2	2
Occupational therapy	4	4	4	5	1
Behavior management	7	6	3	4	4
Adapted physical education	9	6	12	18	13
Children served in one or more areas	**4,274**	**4,075**	**5,111**	**4,559**	**4,512**

Another way to look at the impact of Chapter 1 funding on students with disabilities is through the services provided within each of the types of schools.

The schools operated by county boards served the most children, and as would be expected, their Chapter 1 services were the most diversified. Multihandicapped, preschool, and adapted physical education classes were typical priorities in fiscal 1992.

State institutions for the mentally retarded and developmentally disabled used Chapter 1 funds for staff inservice.

At the schools for hospitalized emotionally disturbed children, most Chapter 1 instruction was directed toward prevocational and career awareness orientation. Transitional services for students returning to public schools was a secondary priority.

Students at the Ohio School for the Deaf were provided extra classroom assistance through the employment of aides and a job placement coordinator.

Chapter 1 at the Ohio State School for the Blind included mobility training, activity therapy, and improvement of daily living skills.

Because of the severity of disabilities and diversity of Chapter 1 services, statistics compiled at the state level must be generalized. As Table 23 indicates, from 81 to 86 percent of the students in all age ranges successfully achieved over one-half of their short-term objectives in fiscal 1992.

Five-year trends in student progress provide another indicator of the success of Chapter 1 services for the students with disabilities. Note in Table 24 that from 83 to 88 percent of all students achieved over half of their short-term objectives in each of the last five years.

Table 23
Student Progress
With Short-Term Objectives

Degree of Improvement	Ages 3–5	Ages 6–12	Ages 13–21	All Age Ranges
Marked improvement (80–100% achieved)	65%	38%	40%	49%
Improvement (50–79% achieved)	28	49	44	39
Little or no improvement (49% or less achieved)	7	13	16	12

Table 24
Five-Year Trends: Student Progress
With Short-Term Objectives

Degree of Improvement	1988	1989	1990	1991	1992
Marked improvement (80–100% achieved)	40%	40%	38%	40%	49%
Improvement (50–79% achieved)	45	46	45	43	39
Little or no improvement (49% or less achieved)	15	14	17	17	12

Chapter 1 for Students With Disabilities: Summary of Successes

Students with severe disabilities are successfully achieving realistic short-term objectives. Teachers and other evaluators, using both subjective and objective criteria, report that fiscal 1992 Chapter 1 funds helped nine of every ten students reach over half of the objectives set for them.

Typical achievements were such taken-for-granted skills as sitting or standing without support, toilet training, self-feeding, making intelligible sounds, and communicating with teachers and parents.

Parents are involved in decisions related to placement of the child and types of instructional services to be provided. In some instances, home training materials or teachers help parents learn ways to cope with the child's deficiencies and to reinforce skills learned at school.

Chapter 1 funds are also used to provide workshops and other types of inservice training designed to increase teacher and parent effectiveness under very challenging circumstances. In fiscal 1992, for example, the Ohio Department of Mental Retardation and Developmental Disabilities conducted inservice workshops on serving the children with multiple handicaps and improving behavior-management skills.

In summary, children with severe disabilities have a right to appropriate educational services, and Chapter 1 is one piece of legislation that addresses this need.

Special Programs for Neglected or Delinquent Children

Separate provisions of Chapter 1 also provide funds to improve educational opportunities for neglected or delinquent children who attend state agency schools. The Ohio Department of Youth Services, the Ohio Department of Rehabilitation and Correction, and the Ohio Veterans' Children's Home receive funds and conduct Chapter 1 programs.

During fiscal 1992, the Ohio Department of Youth Services used Chapter 1 funds to help 2,315 delinquent youngsters in nine schools. Emphasis was placed on additional basic skills instruction in the areas of reading and mathematics. Supportive services included language development and written communication skills.

The Ohio Department of Rehabilitation and Correction provided supplemental reading, language arts, and mathematics instruction to 904 inmates 14 to 20 years of age serving terms in five correctional institutions.

The Ohio Veterans' Children's Home in Xenia provided 136 residents with extra reading instruction, speech and language instruction, mathematics instruction, and sensory motor activities.

During the last five years, over $10,600,000 has been available to provide supplemental instruction to 12,223 neglected or delinquent children, nearly all of whom were wards of the state or the courts (see Table 25).

Table 25
Programs, Participants, and Funds

Fiscal Year	Programs	Participants	Grant Award
1988	12	1,626	1,682,647
1989	12	1,782	1,780,471
1990	14	2,551	1,636,868
1991	13	2,869	2,766,036
1992	16	3,395	2,766,000

Participation and Instructional Patterns

The number of participants served each year tends to vary dependent on the number of children committed to agency care (see Table 26).

As would be expected, most students served through this special Chapter 1 program are older than students in other Chapter 1 classes. Table 27 reflects the fact that more than 52 percent of them are beyond the typical age of high school enrollees.

Though the age ranges are different, the top priority for instruction is consistently identified as improvement of basic reading or mathematics skills (see Table 28). In many instances, the students receive extra help in both areas.

Table 26
Participants by State Agency

Agency	1988	1989	1990	1991	1992
Ohio Department of Youth Services	1,195	1,209	1,934	2,211	2,315
Ohio Department of Rehabilitation and Correction	301	378	443	448	944
Ohio Veterans' Children's Home	130	195	174	210	136
Totals	**1,626**	**1,782**	**2,551**	**2,869**	**3,395**

Table 27
Participants by Age Range

Age Range	Number	Percent
5–12	29	1
13–17	1,601	47
18–20	1,765	52
Totals	**3,395**	**100**

Table 28
Percent of All Participants by Instructional Areas

Fiscal Year	Reading	Mathematics
1988	70	53
1989	67	57
1990	65	64
1991	67	65
1992	63	71

Expenditure and Staffing Patterns

Table 29
Full-Time Staff Equivalents by Position

Staff Positions	Number of Full-Time	Percent
Teachers/tutors	40	71
Teacher aides	8.5	15
Supervisors/directors	2.5	4
Other	5.4	10
Totals	**56.4**	**100**

Table 30
Percent of Expenditures by Instructional Areas

Instructional Area	1988	1989	1990	1991	1992
Reading	45	66	47	49	28
Mathematics	27	24	35	26	27
Other*	28	10	18	25	45

*Includes language arts, language development, and written composition.

Ninety-seven percent of all expenditures went for instructional salaries, fringe benefits, and personal-service contracts.

Expenditures for salaries and related costs were used almost entirely to employ teachers and aides who worked directly with students. Employment patterns for fiscal 1992 are indicated in Table 29.

Expenditures can also be categorized by instructional areas. During each of the past five years, 28 to 66 percent of all available funds were used to improve reading skills. Another 24 to 35 percent of expenditures were for mathematics instruction and, 10 to 45 percent were used to provide instruction in language arts, language development, and written composition (see Table 30).

Evaluation Procedures

To evaluate academic progress in reading, mathematics, and language arts, standardized tests were used in the fall and again in the spring. Differences in test scores were reported in normal curve equivalent (NCE) units.

The NCE system of reporting has been used since 1984 to measure academic gains that can be attributed to extra instruction provided by Chapter 1 for neglected or delinquent children who attend state agency schools.

To interpret the NCE gains, the reader needs to understand the following:

- Scores are reported for only those students who take both the pretest and posttest. Test scores are converted to NCEs and aggregated for all institutions.
- With only regular classroom instruction, students are expected to maintain their own position relative to other students in the class — that is, make no NCE gains.
- With extra Chapter 1 instruction, students are expected to achieve (and make NCE gains) at a faster rate than classmates who have only regular instruction. Considering the population being served, any number of NCE gains should be regarded as progress.

Gains in Reading and Mathematics

A total of 2,142 neglected or delinquent students in state agency schools received Chapter 1 reading instruction in fiscal 1992. Because dates of enrollment are often dependent on court orders and paroles or releases, the 1,280 sets of reading test scores that were generated during the norming dates specified by test publishers were used as a sampling group. The average gain for this group was 9 NCEs.

The same system of testing and reporting is used for evaluating academic progress in mathematics (see Table 31). A total of 2,411 students were enrolled in Chapter 1 mathematics classes, and 1,312 sets of test scores were generated for sample purposes. The average gain here was 11 NCEs.

Table 31
Five-Year Trends: Gains in Reading and Mathematics

Fiscal Year	Average NCE Gains	
	Reading	Mathematics
1988	11	9
1989	9	12
1990	12	14
1991	9	12
1992	9	11

Chapter 1 for Neglected or Delinquent Children: Summary of Successes

Most neglected or delinquent youth who are housed or confined in state facilities that operate their own schools desperately need supplemental opportunities to learn basic academic skills. They also need personalized instruction designed to overcome negative attitudes and the effects of previous school failures.

Special Chapter 1 funds are set aside to be channeled through state departments of education to correctional and rehabilitation facilities. This routing of funds assures emphasis on instruction rather than provision of more caretakers and better security.

Statistics only partially summarize the impact of this component of Chapter 1 in Ohio. Other highlights include

- Instruction funded through Chapter 1 supplements instruction provided by the state to all students educated under similar circumstances. A total of 3,395 students in institutions participated in fiscal 1992.
- Individual students who needed extra help with basic reading or mathematics skills were identified, their academic needs assessed, and appropriate instruction provided. In fiscal 1992, a total of 2,142 Chapter 1 participants were enrolled in reading classes and 2,411 in mathematics classes.
- Evaluation data indicate that students receiving extra reading instruction for six months or more in fiscal 1992 gained an average of 9 NCEs (the normal curve equivalent unit used to measure Chapter 1 progress). Students receiving six months or more of mathematics instruction gained an average of 11 NCEs. When analyzing NCE gains, keep in mind that most of these students were convicted felons and had poor or failing grades in previous school settings.
- Chapter 1 funds are also used to provide inservice training designed to increase teacher effectiveness under very challenging circumstances.

State Leadership

All Chapter 1 funds are channeled through state departments of education. In Ohio, the Division of Federal Assistance administers Chapter 1 programs. One exception is that the Division of Special Education administers the component that provides funds to state agency schools for children with disabilities. A five-year financial and human impact summary (see Tables 32-33) point to steady growth of ESEA Chapter 1 in Ohio.

A staff of 15 to 18 experienced school administrators and educational consultants provides technical assistance to local districts and state agencies to ensure delivery of concentrated and effective instructional services to children.

Major services provided by the Ohio Department of Education to local school districts and to state agency schools include

- Assistance in planning and developing project proposals
- Review of project proposals received from applicant agencies
- Assistance with revision of proposals to meet federal guidelines
- Approval of project proposals
- Assistance with project implementation, program improvement, staff development, parent involvement, evaluation, fiscal accounts, reports, and dissemination of information
- Determination of allocations, disbursements of funds, and preparation of statistical and financial reports

The principal means by which division staff members provide information about the various programs are office conferences; field services; meetings with local staff and parent advisory councils; state and regional workshops; and publications, audiovisual presentations, and speaking engagements.

During fiscal 1992, numerous conferences and workshops were sponsored by the Division of Federal Assistance. Major events included a statewide conference for program administrators, Chapter 1 teachers, and parents; a meeting for new Chapter 1 coordinators; several meetings for federal program directors from large districts; and various meetings for migrant education coordinators, teachers, aides, and support personnel.

Guidelines for Chapter 1 require the state educational agency to disseminate pertinent information. The Division of Federal Assistance distributes printed information about guidelines, application procedures, and a variety of promising educational practices.

State publications for fiscal 1992 included the preceding edition of *Chapter 1 in Ohio* and *The Clipboard*, a periodic report about the various programs administered by the Division of Federal Assistance.

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Chapter 1 in Ohio

Table 32
Five-Year Financial Summary
Grant Awards

Programs	1988	1989	1990	1991	1992
Basic	$124,756,042	$137,667,582	$137,407,671	$165,715,770	$199,391,283
Migrant	1,350,587	1,265,375	1,327,439	1,342,827	1,522,577
Handicapped	4,149,006	3,844,332	4,699,538	4,347,487	4,637,648
Neglected or delinquent	1,682,647	1,780,471	1,636,868	2,293,159	2,766,000
Totals	**$131,938,282**	**$144,557,760**	**$145,071,516**	**$173,699,234**	**$208,317,508**

Table 33
Five-Year Human Impact Summary
Number of Students Receiving Extra Instruction

Programs	1988	1989	1990	1991	1992
Basic	140,933	145,797	140,877	152,501	146,606
Migrant	2,956	2,670	3,094	2,773	2,439
Handicapped	4,274	4,075	4,932	3,834	4,447
Neglected or delinquent	1,626	1,782	2,551	2,869	3,395
Totals	**149,789**	**154,324**	**151,454**	**161,977**	**156,887**

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